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PROFESSIONAL EDUCATION

THE RELATIONSHIP OF PROFESSIONAL PRACTICE TO PROFESSIONAL EDUCATION

By Wayne McMillen

PROFESSIONAL SCHOOL DEVELOPMENTS FOR 1936-37

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THE RELATIONSHIP OF PROFESSIONAL PRACTICE TO PROFESSIONAL EDUCATION

WAYNE MCMILLEN

The following paper was given by Mr. McMillen before the California Council of the AASW at a meeting held at the California Conference of Social Work last April. The paper will appear in the November 1936 Bulletin of the California Conference of Social Work. Because issues which are important to every practicing social worker are here clearly set forth in relation to the function and responsibility of the professional association, the Conference has cooperated in making the paper available to the entire Association membership by giving permission to include it in this issue of The Compass.

MY experience as a teacher convinces me it is always desirable to get one's assignment straight. So I want to begin tonight by reading to you a paragraph from the letter I received from the program chairman in which he sets forth my assignment:

> The Committee believes that the constant attention given relief problems at many chapter meetings last year and the attention which will be focused on relief problems at other sessions of the Conference make it advisable to devote this meeting to a topic more definitely related to the professional aspect of social work. They are not so concerned with social legislation but would prefer you to include in your address such questions as social action with regard to personnel standards, employment practices, and the training of social workers. As you know there are several schools of social work in the State and others which are being talked of or planned and the Committee feels that the session should be given over to consideration of the relationship of their professional organization to the facilities in the State for training social workers.

There you have my assignment. As you can see, the committee wants my remarks to be a relief from relief. I am glad to hew to the line on this assignment, for in spite of the current uncertainties, I think that in the past five years we have clarified our thinking very considerably concerning relief and are fairly well in agreement as to where we want to go, whereas we have much less thoroughly thought through the problems of professional education and professional practice.

One point needs to be stressed at the outset: Social work is not the only professional field that is puzzling over the problem of professional education. We are sometimes inclined to envy the older professions, particularly medicine and law, because they seem to have worked through this problem and to have come out with some kind of answer. But we should have no illusions about the answer. It is not a final answer. Legal and medical education are more completely standardized than ours, but both are still being constantly scrutinized by the more thoughtful practitioners and educators.

A few years ago I listened to an address by Dean Winternitz of the Yale School of Medicine in which he plead for a thorough-going reappraisal of medical education in the interest of ridding it of accumulated encumbrances which he considered useless. Less than two months ago at the Annual Congress on Medical Education in Chicago, Dr. Robert Hickman Riley, State Health Officer of Maryland, pointed out that the general medical practitioner devotes thirty per cent of his time to obstetrics, but that only four per cent of the time of the medical students is given over to the study of the management of child birth. At the White House Conference of 1930, medical men insisted we must improve medical education if we are to reduce our excessive rates in the fields of infant mortality and maternal mortality. A somewhat different type of dissatisfaction with existing medical education is reflected in the recent decision of the University of Chicago to establish a new chair in the Philosophy of Medicine.

The situation is not materially different in the field of law. One great legal scholar said to me not long ago that the schools of law have almost ceased to turn out men who become constructive forces in community life. No doubt, that statement was considerably exaggerated. There is no question, however, that the leaders in the field sense a need for a better and perhaps even a different kind of legal training. Some of the leading law schools have recently added social scientists to their staffs. Undoubtedly this is evidence of a desire to implant in the oncoming generation of lawyers a wider knowledge of social problems and a deeper sense of social responsibility.

These situations are of interest to us primarily because they give us some comfort concerning the present inadequate state of development of education in our own field. The really significant point to bear in mind here is that the practicing doctors and lawyers—and especially the doctors—do not content themselves merely with destructive criticism. They work hand in hand with the educators in the field and try to help them come

through to a solution. Too often in our own field the practitioners have limited themselves to criticism only. No doubt much of this criticism has been helpful and certainly no one would deny that some of it has been deserved. But it is not enough. Education for social work will not be improved merely by destructive criticism from the practitioners, nor will it be brought to its highest development by the single-handed efforts of the educators. Consultation and cooperation between the two groups are essential if real headway is to be made.

Nothing would be gained if I spent my time here tonight in praising the constructive developments of the past few years. There have been plenty of them, both in the field of social work and in the field of social work education. I am sure you share with me a sense of pride in our profession for the way in which it has risen to the emergency in this past six years of crisis.

But we are not interested in self-praise. We are interested in our weaknesses. And so, if I seem to dwell on our shortcomings tonight, it is not because I am unaware of our strengths. If I speak chiefly of our weaknesses, it is because I know you want them exposed to view where we can look at them and decide what to do about them.

Progress in education for social work has been slow, partly because so many social workers have regarded their work as a job rather than as a profession. If you regard your work as a job, you are satisfied with the apprenticeship method of training. If you regard your work as a job, you may think a school is fulfilling its obligations if it trains people to fill the jobs in your agency. Both of these points of view reveal a very low opinion of the professional character of our occupation. Those who enter the field of social work through apprenticeship in an agency learn the methods of that agency, but they do not learn the field of social work. Those who finish schools that seek to fit students for specific jobs in specific communities have had a vocational training perhaps, but they have not had a professional education.

Schools of social work should not train young men and women to fill the jobs in Los Angeles or San Francisco or any other place. If the schools give the right kind of education, their students should be prepared to take the jobs wherever social work is practiced and in whatever field their interest lies.

We must never lose sight of the fact that we do not want our schools to give a narrow vocational training. We want them to give a broad professional education. We want their graduates to be able to practice social work successfully in any part of the United States just as a competently trained medical student can practice medicine wherever he goes.

For a long time some of the agencies insisted upon very specialized types of training. They wanted psychiatric social workers or probation officers, or community chest executives and they thought any courses not directly related to those fields were a waste of the student's time. Of course none of the other professions take this point of view. They do not ask the law schools to permit certain students to take only the criminal law, others to study only the law of contracts and so forth. They expect the law schools to give the students a rounded knowledge of all fields of law. Medical schools may specialize, but they do so only in the cases of students who have first completed their study of the entire field of medicine.

Happily this point of view is gaining headway in our field also. The hospital social workers, the psychiatric social workers and some of the others are now saying that they want students to enter their specialty only after they have completed at least one basic graduate year in the generic field of social work.

The urge to train students for very special jobs in one special area is not limited to practitioners in the field. Some of the educational institutions also hold this point of view. Partly this is because most of the colleges and universities have seen students leaving their portals this past five years, whose chances of finding employment were very slim. They have also noted that jobs in the field of social work have been more plentiful than ever. Many of these institutions are completely unaware of the implications of the professional curriculum. They have thought that by rearranging some of their social science courses and tacking on a course in case work, they would have a school and their graduates would then be able to get jobs.

We are all aware of the plight of young college graduates today and we are sympathetic with the desire of educators to help these people find something to do. But we are not willing that they should undermine the long-run objectives of a profession in order to pick up a few immediate jobs for a few students. This does not mean that as a professional group, we frown upon the development of new schools. We welcome them wherever they can attain to real professional stature. But a very thin course in an institution that clearly lacks the resources necessary to develop a great professional school is a liability rather than an asset.

Several years ago in an address to the American Association of University Professors, Presi-

dent Hutchins of the University of Chicago said, "It does not seem to me indispensable that every university cover every section of every field all the time." There is something here for us to ponder. Clearly good social practice will not be attained merely by multiplying the number of schools. It is the quality of the schools that really counts rather than their number. In 1925 the Council on Medical Education reported as one evidence of progress the fact that the number of medical schools had fallen in twenty years from 160 to 80.

An immediate objective of our profession should be to foster the development of schools in those places where they have a good chance to become significant centers of professional education and to discourage such efforts in places where little or no real strength exists. It may be worth our while, therefore, to examine some of the factors which will enable us to decide which institutions are worth encouraging.

It seems now fairly clear that the really significant professional education of the future will be found, not in independent schools and not in the so-called liberal arts colleges. The great training will be in the universities. There are several reasons why this is true. Social work impinges at many points upon other fields of learning. Social workers need to understand the implications of various types of disease. In a university, the resources of the medical school can be utilized to impart this knowledge. Social workers need to be familiar with certain aspects of the law such as the law of the family, administrative law and criminal law. In a university, the statutes, ordinances and judicial decisions are all available in the law library and the students of social work can be, and are, admitted to the courses of legal scholars who are working in fields that are germane to social work. In a university the various fields of social science are available, such as psychology, economics, political science, and sociology. These basic courses in social science cannot be readily provided in detached, independent schools and though some of them are offered in the liberal arts colleges, they usually are elementary in character. This is because the liberal arts college necessarily stresses undergraduate work while the universities usually give equal or greater stress to graduate studies.

Some of you may be thinking that the New York School disproves what I am saying. The New York School is the oldest school of social work and it has turned out, as we all know, many competent social workers. But the New York School is in my opinion the exception that proves the rule. Moreover it is an open secret that the New York School may ultimately connect with one of the eastern universities. Two years ago the school in Philadelphia became a part of the University of Pennsylvania and it is repeatedly rumored that an analogous affiliation may sometime be expected in New York. Whether this occurs or not is beside the point. New York is the nation's metropolis and therefore affords resources not available in most other localities. I know from having discussed the matter with them that some of the faculty of the New York School believe, as I do, that in most sections of the country, the prospect for sound professional education in social work is brightest if the training is given in a well-equipped, broad-guage university.

The time has also come when the school of social work should be no longer the step-child of one of the social science departments. The school of social work should be an independent professional school, responsible directly to the president and regents of the university. In some universities the curriculum of social work has been developed by the department of economics or the department of sociology. The time for dissolving that type of relationship has arrived. The best interests of our profession will be served if the school of social work stands on an equal footing with the law school and the medical school. Otherwise too many deans intervene between the director of the school and the executive head of the university. Even where relations are thoroughly cordial, as they are, for example, at the University of California, such an arrangement inevitably retards the development of professional education. The school of social work needs to control its own budget, to formulate its own curriculum, to award its own scholarships, to plan its own research, and to publish under its own name.

If the practitioners in the field of social work have sometimes been confused about the problem of professional education, some of the universities

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have scarcely been less so. Apparently some of the universities have thought that a school of social work could subsist and grow on what we should call in the relief field a "deterrent budget." It is true that a great deal can be accomplished on very little where there is vision, courage, and devotion. But a really professional type of education requires money. Many of the existing schools cannot make the contribution they should make until the universities in which they function recognize this fact. Budgets will in some instances have to be three or four times as large as they are at present if the school is to measure up to the challenge of the times.

The California Legislature appropriated $48,000,000 for the current biennium for unemployment relief alone. If the total amount for all the social services, both state and local, were added to this, the sum to be spent on social work in California in this period would undoubtedly exceed $100,000,000. But how much is being spent in this same period in California to train people to do this work? Exact figures are difficult to obtain, but a reasonable guess would be about $20,000 to $30,000 per year. Even if my guess is wrong—even if the amount spent for social work education amounts to as much as $50,000 per year—which I am quite sure it does not—this amount would still be only one tenth of one per cent of the amount expended on the public social services in the state. At Berkeley the school has been obliged to restrict the number of students it would accept very largely because its limited budget could not be stretched to include a larger number. It would be difficult in Berkeley to provide educational opportunities even for the present number if it were not for considerable free service that is contributed by the law school, the Department of Economics, and the social agencies of San Francisco and the East Bay district.

The free service contributed by the social agencies is in the field work end of the job, or the clinical teaching, as it is sometimes called. No part of the training exceeds this in importance. It is the acid test. It discloses whether the student can bring together the various subject matters he has learned in the class room and weave them together into dynamic therapy that will really serve human needs. When all is said and done, social workers have greater discretionary powers than most public servants. Social workers are empowered to give away public money. They can make decisions that change the entire course of family life. Such powers are too great to be entrusted to undisciplined, uneducated people. For the most part, the social agencies appreciate this fact. Some of the schools of social work do not, if we may judge by their attitude toward the field work teaching.

Clinical teaching is the most expensive form of teaching. Every medical school can provide an abundance of evidence on this point. Yet no good medical school would slight its clinical teaching. In social work, we have recognized the basic importance of the clinical teaching, but we have not found ways and means to finance it. The result is that some schools have relied upon the social agencies to do the clinical teaching for them.

This practice is fair neither to the agencies nor to the students. Social agencies are important organizations engaged in doing necessary community work. Their time and strength cannot and should not be diverted from their main task. The educational work is the responsibility of the schools and they should not attempt to shift it to the agencies. Wherever they do so, the educational content of the field work teaching is likely to suffer.

Medical schools do not farm their students out to medical practitioners. They place them in hospitals under teachers who are responsible to the medical school. This is the arrangement we must achieve in the field of social work. We want our students to get the dynamic contact with reality that they can get only in the agencies. But we want them to work under supervisors who are paid by the school, and are full-time members of the educational staff. These supervisors should expect to observe the administrative regulations of the agencies in which they work and they should be fully responsible to the agency for the treatment of the cases that are used for teaching purposes. But their primary obligation is to teach and this fact must be fully recognized both by the school and by the agency.

Moreover, there should be some variety in our field work teaching. If a student has his first 150 hours of field work in a private family welfare agency, his next 150 hours should probably be spent in a public child-caring agency or some other type of organization. This suggestion is in line with my main thesis; namely, that we want to give a broad professional education rather than a narrow vocational training.

Among practicing social workers there is still a very inadequate appreciation of the difficulties involved in starting and developing a school of social work. The problem is by no means merely one of obtaining adequate financial support. The problem of building up a competent teaching staff is equally difficult. Satisfactory teachers in our field need a combination of qualifications that is exceedingly difficult to find. They need a thorough and high-grade training, but, in addition, they need a background of first-hand con-

tact with reality in the field of social work practice.

Some of the universities have been much too rigid in insisting upon the academic qualifications and not sufficiently painstaking in requiring an actual background of experience in the field of practice. What we want in our teaching staffs is a group of people who know the various fields of social work and know them thoroughly. If, in addition, they have the PhD degree, so much the better, but of the two assets the thorough knowledge of the field is the more important.

It is a mistake, however, to imagine, that every person who knows social work thoroughly will make a good teacher. It is an established fact that many very competent practitioners are unable to organize and articulate their knowledge in such a way as to inform and inspire students. The qualities that make for successful teaching are exceedingly difficult to define and often it is impossible to determine whether a competent practitioner will be successful in teaching except on the basis of giving him an opportunity to try his hand. This means that sometimes the schools of social work make mistakes in selecting teachers. The practitioners in the field ought to understand this and refrain from condemning the schools because their mistaken judgments occasionally saddle them for a time with an incompetent appointee. The agencies, themselves, sometimes make similar errors in judgment.

As a professional group we must continue to point out to executives of educational institutions that a PhD degree alone is not a sufficient qualification for teachers in our field. Some of the universities, as I have said, have been exceedingly rigid in this matter. It should be pointed out to them that there are at present only two or three institutions in the country where a PhD in social work is granted. Moreover, some of those who have completed some or all of the qualifications for the PhD degree in social work do not want to teach. Very often they can get more interesting jobs and better-salaried jobs in the field of practice.

Because of their rigid insistence upon the PhD degree and because they cannot find social workers with the PhD degree, some of the schools have preferred to employ as teachers of social work men and women whose chief qualification is the PhD degree in sociology. With a few notable exceptions, the result has been calamitous. The chief interest of the sociologists is to develop a consistent theory of society. The chief concern of social work is to develop the field of treatment. These two interests are by no means identical. We do not expect biologists to teach the therapies of medicine, nor do we expect political scientists to teach the specialized fields of law. We expect medical students to study biology as a pre-professional subject and we expect law students to take courses in political science in their undergraduate years. But we do not call the study of biology a training course in the practice of medicine nor do we call political theory and practice a substitute for legal education. We must not make the mistake of confusing sociology with social work. Sociology gives the student desirable background material, but it does not give him a professional education for social work. The PhD degree in sociology is by no means in itself an adequate qualification for teaching in our field.

Time forbids me to go into any extended discussion of the content of the professional curriculum. It is clear, however, that certain expansions are clearly indicated. Our generation will witness the rise of the social insurances in this country. Social workers must be prepared by their education to meet that challenge. It is clear that some of the important posts in the various social work insurance offices should be filled by social workers. Social insurance represents, in the main, the mass approach to the insecurities of life. It is the exceptional case within this mass that needs the individualized attention which social workers are peculiarly equipped to give.

The experience in other countries gives us every reason to believe that our new social insurance machinery will creak very badly for a considerable period of time. The unemployment insurance scheme in England, for example, has been amended on an average of at least twice every year since it was first instituted twenty-five years ago. Many of the hardships occasioned by faulty operation of the machinery will be softened if social workers are at the helm. Social workers know the resources of their communities and they are accustomed to the practice of seeking a way around obstacles and difficulties. So often in public offices, such as the motor vehicle department, the passport office, etc., one encounters this attitude: "Your case does not fall within our jurisdiction. Goodbye." That is not the method of social work. The method of social work is to find, if possible, some solution or some resource to meet the need. The implication of the present situation, therefore, is that schools of social work must know and cover the field of the various social insurances. Important as this expansion is, however, it must not be made at the expense of the field work teaching, which as I have said, not only has first claim upon our resources, but also, in many places, needs very much to be strengthened.

When the National Conference of Social

Work met in San Francisco in 1929, one of the very interesting papers was presented by Mr. William Hodson, who is one of your guests at the California Conference this year. Mr. Hodson's general subject was the role of the social worker in the field of social action. His subject was timely, for social workers had been very active in the preceding election, some of them in working for Mr. Hoover and others in campaigning for Mr. Al Smith. Some perfectly sincere people had questioned the appropriateness of social workers entering in this way into the political forum. Mr. Hodson's paper clarified the entire issue and convinced most of the doubters, I think, that social workers do have responsibilities in the field of social action.

As we look back upon it now, it seems strange that this question could have been an issue as recently as 1929. Since then we have seen social workers testifying before senate committees, drafting and promoting legislation, and even banding together into various types of special pressure groups. Every one now acknowledges that the social worker has a dual obligation; first, to take care of those who need to be taken care of; and second, to try to prevent social and economic catastrophes by promoting a more adequate organization of community life.

Education for social work must obviously keep pace with this newly recognized dualism in social practice. Without neglecting those branches of professional training that have proved useful and sound, we must be prepared gradually to add to them the subject matters that will make possible a more effective participation in the guiding of social change.

My remarks here tonight may have seemed discouraging. I do not mean they should be so. But I think nothing is gained by underestimating the task that confronts us. It is well to understand that great professional schools of social work cannot be created overnight. Their growth will be more rapid and more steady, however, in those places where there is close liason between the practitioners in the agencies and the teachers in the professional schools. We should not forget that sound medical and legal education is a comparatively recent development.

Edith Abbott points out in her book entitled "Social Work and Professional Education" that in 1870 the members of the medical faculty at Harvard were asked if it might be possible to substitute an hour's written examination for the five minutes oral examination then required for graduation. The answer came back promptly from the head of the faculty: "Written examinations are impossible in Medical School. A majority of the students cannot write well enough." This happened only sixty-six years ago in a profession that had been recognized for centuries as a distinct branch of learning. Our field has only recently emerged as a distinct field. In view of our youth, our achievements are not inconsiderable. I think there is no disposition among social workers, however, to rest on present laurels or to lapse into smug complacency. We know that we are still far short of maximum effectiveness both in social treatment and in social action. We know that some of our deficiencies will be corrected by providing a sounder, more scholarly, and more professional education for those now entering the field. We mean to band our efforts to this task.

PROFESSIONAL SCHOOL DEVELOPMENTS FOR 1936-37

EVERY advance in professional education is of importance to the AASW inasmuch as the requirements for admission to membership are predicated on the belief that professional education is the best known means by which to transmit knowledge derived from social work experience and the related sciences. Specific features in the requirements reflect the degree and nature of the areas in professional education which have thus far been most clearly formulated. *The Compass* endeavors to keep the AASW membership informed of concrete features which mark qualitative and quantitative developments in those schools of social work which are accredited by the American Association of Schools of Social Work.

The following account of new developments and planning reported by these schools indicates forward steps in several areas of common concern to the field of education and to the field of practice. Twenty-four of the 33 member schools replied to the request for information for this report.

Quality and Purpose of Student Demands

As would be expected, the schools reporting are largely filled to capacity, in spite of recent expansion of their facilities. It is also pointed out that there is better understanding of the field of social work and the purpose of professional education evidenced in the make-up of and planning within student groups.

University of Cincinnati, Program of Graduate Training for Public Welfare Administration, reports that among incoming students there is more distinct interest in social work as contrasted with

interest in momentary vocational opportunity.

University of Washington, Graduate School of Social Work, shows maximum enrollment together with a high calibre of applicant. This school notes this year, however, a smaller proportion of men applying than in the previous two years.

University of Wisconsin, Course in Social Work, while financially unable this year to introduce either new courses or new instructors, has had a much larger number applying for enrollment than could be accommodated.

Bryn Mawr College, Carola Woerishoffer Graduate Department of Social Economy and Social Research, with 16 students, a larger group than usual, reports that 7 of these students have previously done graduate work in the department, 2 are graduates of Bryn Mawr College returning for graduate study, while for 7 students this is the first experience at Bryn Mawr. Four of the students are from foreign countries, Scotland, Germany and Haiti.

Ohio State University, School of Social Administration, speaks of an especially heavy enrollment for graduate courses.

University of Buffalo, School of Social Work, reports 65 full time students of whom 10 are TERA students. Thirty-five of the group are doing supervised field work in 13 social agencies.

Carnegie Institute of Technology, Department of Social Work, in spite of withdrawal of state and federal scholarships it is pointed out, has a registration of 55 full-time and part-time students. A substantial number of those taking part-time work have previously been students of the department, so that this represents a continuing program of study.

Smith College School for Social Work opened its session of academic work in 1936 with the largest enrollment in its history—273 students at various stages in their regular work with the school. In addition there were 59 registrants for three seminars given this summer. The 1936-1937 winter field work session opened with 123 students. Limitations have been set for next year's enrollment.

The New York School of Social Work reports fall registration of 826 students, 221 of whom are in full-time residence. Of the balance of 605, the majority are employed in social agencies, 325 coming from public agencies. Interesting, too, is the fact that in the year 1935-1936 the School conferred diplomas for the completion of the two year course upon the high mark number of 105 students.

Fordham University, School of Social Service, opened in September with a registration of 404, 83 of whom fall in the Graduate Diploma Curriculum and 321 in Staff Workers' Courses. Here 57 of the full-time students are women and 27 are men. Ten of those in this group are from outside the state. In the evening classes of 292 women and 29 men, all but 31 are residents of New York State.

Atlanta School of Social Work reports a continued policy of limiting the student body to 50 with the hope of early developments to increase the opportunities for field work without sacrificing individual attention. The current student group is reported as representing 20 different states and 30 different colleges.

Simmons College, School of Social Work, reporting the heaviest enrollment in its history, finds a large increase in the number of persons prepared to spend a full two years in preparation for social work, and finds also that these have better understanding of the field of their choice. The students show better undergraduate preparation based on early interest and planning. Their present graduate enrollment comes from 34 colleges, 21 states, and Greece, Honolulu and Bermuda.

St. Louis University, School of Social Service, has an enrollment of 51 graduate students taking social work courses. Thirteen are enrolled in the graduate medical social work curriculum, 7 of these being in the second year and 6 in the first year. These students took their undergraduate work in 9 different colleges, in 9 different states.

School Developments and Graduate Status

St. Louis University, School of Social Service, has been put on a full graduate basis and now offers a two year graduate professional course. The first year graduate curriculum is obligatory for all students being the generic curriculum prescribed by the American Association of Schools of Social Work. Second year students may follow the curriculum for family case work, child welfare or medical social work, and a public welfare curriculum is getting underway.

The University of Wisconsin Course in Social Work reports possible state legislative action which would establish the school as an independent graduate school with a separate budget. The Wisconsin Conference of Social Work is preparing a bill for this purpose and proposing a tentative budget of $24,000 a year. The movement has been approved by the Board of Regents without specific reference to the budget submitted. If passed by the January legislative session, the project would involve the employment of a full time director and three supervisors of field work and considerable enrichment of the professional courses offered.

Ohio State University, School of Social Administration, reports additional courses in its graduate curricula which point toward the school's establishment on a graduate basis in accordance with procedures of the Association of Schools of Social Work. The faculty now numbers 6 full time and 3 part time instructors exclusive of special lecturers.

University of Buffalo, School of Social Work shows considerable reorganization of curriculum resulting in definite provision for a 2 year graduate course leading to the MSS degree. Tutorial conferences with faculty advisors are substantially used in the second year of the course. A certificate in social work is granted upon completion of a year of graduate work fulfilling the minimum curriculum requirements of the Association of Schools. Restriction has been placed upon the number of professional courses which a student may take before receiving a BA and it is planned to place all professional instruction on a graduate basis in the near future. This year all case work instruction is on a graduate basis. The final step in setting this school up as a separate division of the University was recently taken when the administrative head was given the status of Dean rather than Director, and was virtually released from all teaching duties.

Carnegie Institute of Technology, Department of Social Work, is working on the proper form of certificate for its fifth year students who are preparing for social work. It is also working on conditions under which such a certificate can be secured by persons who have graduated from other educational institutions.

Simmons College, School for Social Work, this year has admitted no first year students to the undergraduate program in the School of Social Work, but has replaced this program with a four year Program of Social Studies given at the college, preparatory to admission to a school of social work. This means that in 1939 the school will be entirely on a graduate basis. The certificate formerly awarded to students who entered with two years of college work has been withdrawn.

Indiana University, Training Course for Social Work, by change of policy this year, has limited new admissions to graduate students and has increased its minimum requirements for the MA from 30 to 45 semester hours.

University of Washington, Graduate School of Social Work, has announced that beginning in the autumn 1937, all students who wish to complete the minimum curriculum should plan to enter in the autumn quarter.

Additions and Innovations in Classroom and Field Work

The Pennsylvania School of Social Work, affiliated with the University of Pennsylvania, is placing increased emphasis upon the field of social administration, particularly as related to social work under public auspices. Four instructors have been added to the faculty of the School and are offering courses in Economic Backgrounds of Security and Relief, Philosophy and Background of the Labor Movement, Personnel Policies in Public Administration, Social Case Work in Public Relief Agencies.

Additional specialized courses and expanded field work opportunities have been planned for students who are in their second year of graduate work at the University of Washington, Graduate School of Social Work. It is hoped that a rural field work center may be opened during the year and that a course in group work may be offered during summer quarter.

A program of cooperative training with the Mothers' Assistance Fund and the Allegheny County Emergency Board is underway at Carnegie Institute of Technology Department of Social Work. Under this plan the school will take workers from these agencies on part-time basis, the agency employing the workers approximately half-time and the students carrying 4 credits in classroom work and 5 to 6 credits in field work in the balance of that time. Similar plan for the future is being discussed with the Washington County Mothers' Assistance Fund.

The experiment of placing some of the plan A students at Smith College School for Social Work in public agencies for supervised practice is reported as having justified itself. A supplementary arrangement will place these students in private agencies for their second winter session of field work. New cooperative arrangements have been entered into with several agencies in Pennsylvania and Delaware whereby these agencies send to the School, on a leave of absence basis, staff members who fulfill the academic requirements for admission and the School grants such students a part maintenance scholarship during the winter session. As part of this plan the school assigns two students who receive from the agency scholarship aid. Thus, on a mutually satisfactory basis, the agencies give members of their staff opportunity to take the regular course at school and to gain experience in field work in a different type of agency. The first experience with the winter session of students in plan D—the advanced course for supervisors and teachers—is reported as showing practical value. It is hoped that the school may devise some method by which its associate directors may have the opportunity to engage in actual case work during the winter sessions. This would require a division of responsibility for field supervision, through the appointment of additional staff. There has been curriculum expansion in the introduction of a course on Community Organization, and two new courses on Society, Government and Labor Problems.

In the New York School of Social Work a long time program of curriculum study involving the entire faculty membership is well under way which it is hoped will result in a substantial reorganization of the program of instruction designed to meet changing needs in the field of

social work. Since the fall of 1930 with the exception of a six months period, this School has been continuously without the services of at least one member of the faculty, the School having responded to needs in the field resulting in absences on leave for federal, state or municipal emergency administration service. This year has started with a full faculty with the return of the last faculty member from the State TERA.

At Fordham University, School of Social Service, a new course has been introduced in the graduate curriculum which is a survey covering the area of contemporary social work and for which special lecturers from particular fields will discuss such topics as: 1) the problems which the particular field attempts to meet and solve; 2) the social machinery set up to meet these problems; 3) qualifications needed for successful work in a particular field; 4) relation of the field to social work in general and to the community. In participation with the State TERA this year, the School has a program of rural social work. In this two students who have completed a year's residence at the School on TERA fellowships have been given three months' field work training in an up-state rural district. Also a full time instructor of courses in child welfare has been added to the staff.

At Bryn Mawr College, Carola Woerishoffer Graduate Department of Social Economy and Social Research, there are new developments in Public Welfare and Social Administration which it is expected may become an important Division of the curricula. Courses in Problems of Public Welfare, Social Legislation, Social Administration, and Statistics are expected to strengthen the work on public welfare. Dr. Marion Fairchild has become director of the School following the resignation of Professor Susan M. Kingsbury.

Budgetary limitations for the School of Social Administration of Ohio State University have resulted from the Governor's veto in connection with appropriations made by the legislature. On the other hand in cooperation with the Works Progress Administration, the University is providing a separate building for the school's use as result of which offices, lecture rooms, laboratories and auditorium are adequate for immediate and future needs. New courses in the Legal, Psychiatric and Medical Aspects of Social Work are being offered this year, as well as an orientation course in social work. There are also new courses in the fields of group work and probation in the graduate curricula.

Tulane University of Louisiana, School of Social Work, is offering new courses in Child Welfare Case Studies, Public Assistance, and Seminar in Methods of Supervision. The School is cooperating with the state department administering social security in the use of one of the demonstration child welfare centers as a new field work center for students. Evidence of continued exchange of experience and the relationship between professional education and the field is seen in the fact that one member of the Tulane School faculty is on leave of absence this year to serve as administrative assistant in the Oklahoma State Department of Public Welfare, while a member of the Pennsylvania State Emergency Relief Administration has replaced her on the School faculty as instructor in social case work.

A new course in public finance adapted to the needs of public welfare students, called Taxation and Social Work, and also a new course in Public Assistance have been added to the University of Cincinnati Program of Training for Public Welfare Administration.

At Simmons College School of Social Work six instructors and three special lecturers have been added to the faculty.

St. Louis University, School of Social Service, hopes to develop during the coming semester a public welfare curriculum under a new full time director in that field. Some curricular developments in group work are under way under a part-time director. One new full-time staff appointment in the sociological sciences brings to the school some experience from Germany.

New courses at Indiana University Training Course for Social Work include Unemployment Insurance, Case Work with Children, and a second course in Public Welfare Administration, dealing with local public welfare organizations and functions. Another important program addition is a field consultation service in public welfare. In addition to offering consultation service in problems of public welfare administration, the field representative teaches extension courses, conducts institutes and arranges studies and surveys in cooperation with the State Department of Public Welfare and the local groups.

University of Pittsburgh, Division of Social Work, characterizes its changes in curriculum and organization as intended to strengthen rather than modify the present emphasis which is to give broad basic preparation for the field of social work. New courses include those on Social Aspects of Housing and Principles of Group Work. The field work program provides for greater responsibility for direct supervision by the field work staff of the School. Two additional training districts under direct charge of members of the full-time faculty have been established and student field placements have thus been increased. Arrangement has been made by which the lecturer in Psychiatry also offers consultation service to three social agencies in the community. The School's extra-mural program at Erie, Pennsylvania, is to be continued.

University of Chicago, School of Social Serv-

ice Administration, announces courses in Social Insurance, Housing, and Social Legislation by a new faculty member who will also participate in the School's research program. Also a new course in Introduction to Accounting is to be given under a cooperative arrangement between the School of Business and the School of Social Service. As an example of lending the experience of the long-established schools, it is of note that one of the instructors of social case work at the Chicago School has been granted leave of absence for one year to teach in the social work curriculum of the University of California, Berkeley. New additions to the field work staff bring to the school experience from the Delinquency Division of the U. S. Children's Bureau, the U. S. Indian Service, and other areas of special function.

This year for the first time, the University of California Curriculum in Social Service has appointed a full-time field work supervisor within a family case work agency and also—effective next spring—a full-time field work supervisor in a medical agency. The third new addition to the staff, who is on leave from the Chicago School, will assist in the Development of the School's case work program.

Western Reserve University, School of Applied Social Sciences, reports two new appointments as field demonstrators in child welfare on a part-time basis. One part-time faculty member in family case work has become a full-time member. Two members have been added to the group work faculty. Professor W. I. Newstetter is Acting Dean during this semester while Dean J. E. Cutler is on leave of absence.

A special course in case work in rural areas has been inaugurated in the University of Buffalo, School of Social Work, to meet the needs of social workers who are in positions in smaller cities and rural communities in New York State. Thirty-five active social workers are enrolled in this class. A course in Local Government has been added to the curriculum this semester which will probably be followed by a course in Public Administration in the second semester. A course in Social Insurance and one in Social Legislation are designed to place special emphasis on the new social security program.

The Atlanta School of Social Work reports the strengthening of its general policy of keeping the curriculum fluid enough to prepare its graduates to meet the needs of the changing social and economic order, by placing classroom and field work emphasis this year upon courses in the field of public welfare administration and group leadership. In the course, Social Work and the Law, and courses in Public Welfare Administration, there will be emphasis on the vastly increased government welfare functions and also on new legislation affecting social welfare. The School has employed on its teaching staff for the first time this year an alumnus of the School, who brings a wide experience in the various techniques of social work including research in private and public welfare agencies in different sections of the country and writings in these connections.

Washington University, St. Louis, George Warren Brown Department of Social Work reports that its new building erected at a cost of $260,000 will be ready for occupancy within a month and will be formally opened early in January in connection with the annual meeting of the Association of Schools. The Department will offer this year courses in Psychiatric Aspects of Case Work, Application of Psychiatry to Social Case Work, and a seminar, given by a psychiatrist who has been added to the faculty. He will also serve as psychiatric consultant for two social agencies. For the future the Department has announced that beginning in June, 1938, it will become exclusively a graduate professional school awarding the degree of MSS.

NEW FACULTY APPOINTMENTS

Atlanta School of Social Work

Nelson C. Jackson, Head, Research Department, Assistant, Department of Group Work and Community Organization.

Catherine Sammons, Instructor, Public Welfare Administration (part time).

Bryn Mawr College, Carola Woerishoffer Graduate Department of Social Economy and Social Research

Hertha Kraus, Associate Professor of Social Economy, Problems of Public Welfare, Social Legislation, Social Administration, and Statistics.

Betsey Libbey, Lecturer, Seminary in Case Work and Supervisor of Field Work in Case Work (part time).

Maurine Boie, Assistant, Seminary in Case Work (part time).

University of Buffalo, School of Social Work

Professor David Diamond, Lecturer, Local Government.

Professor Robert Riegel, Lecturer, Social Insurance.

University of California, Graduate Curriculum in Social Service

Catherine M. Dunn, Instructor in Case Work; in charge of field work.

Mrs. Patricia Farthing, Field Work Supervisor.

Mrs. Doris Kloss, Field Work Supervisor.

Carnegie Institute of Technology, Department of Social Work

Henry Busch, Instructor, Principles and Methods of Group Work (part time).

University of Chicago, School of Social Service Administration

Dr. R. Clyde White, Professor, Social Insurance, Housing, Social Legislation.

Dr. Rufus Rorem, Lecturer, Introduction to Accounting.

Donald Hartzell, Field Work Staff.

Richard Eddy, Field Work Staff.
Grace White, Medical Social Work Staff.

University of Cincinnati, Program of Training for Public Welfare Administration
Ruth Endicott, Assistant, Case Work and Field Work.
Dr. J. Roy Blough, Lecturer, Taxation and Social Work.

Fordham University, School of Social Service
Elda T. Kanally, Instructor, Child Welfare.

Indiana University, Training Course for Social Work.
Ralph H. Furst, Assistant Professor of Social Work; Field Representative in Public Welfare Administration.
Louis E. Evans, Associate Professor of Sociology, Training Course for Social Work.

New York School of Social Work
Wilson D. McKerrow, Instructor, Probation and Community Organization.

Pennsylvania School of Social Work
Professor Raymond T. Bowman, Instructor, Economic Backgrounds of Security and Relief (part time).
Arnold L. Wills, Instructor, Philosophy and Background of the Labor Movement (part time).
William C. Beyer, Instructor, Personnel Policies in Public Administration (part time).
Roberta E. Townsend, Instructor, Social Case Work in Public Relief Agencies.

University of Pittsburgh, Division of Social Work
Esther Powell, Instructor in Social Work.
Mrs. Margaret Kasserman, Assistant Supervisor of Field Work.
Joseph P. Tufts, Lecturer, Social Aspects of Housing.
George Hall, Lecturer, Legal Aspects of Case Work.

St. Louis University, School of Social Service
Alfred H. Wyman, Director of Group Work (part time).
Dr. Franz Mueller, Sociological Sciences.

Simmons College, School of Social Work
Part Time Instructors: Cheney C. Jones, Alice B. Huling, Malcolm S. Nichols, Dr. John C. Whitehorn, Dr. Eleanor Pavenstedt, Horace B. Davis.

Tulane University, School of Social Work
Margaret D. Yates, Instructor in Case Work.
Thomasine Hendricks, Instructor in Child Welfare.
Paula Frank, Field Work Instructor.
Lorraine Ketchum, Field Work Assistant.

Washington University, George Warren Brown Department of Social Work
Dr. E. Van Norman Emery, Instructor, Courses in Psychiatric Aspects of Social Work.

Western Reserve University, School of Applied Social Sciences
Mrs. Marcella S. Farrar, Acting Director, Course in Child Welfare.
Helen Sanders, Field Demonstrator in Child Welfare (part time).
Helen Ruff, Field Demonstrator in Child Welfare (part time).
Florence Hollis, Faculty, Family Case Work Course.
Mildred Creighton, Faculty, Group Work Course.
Philip Bernstein, Faculty, Group Work Course.

Pennsylvania Federation for the Merit System

The Pennsylvania Federation for the Merit System, composed of seventeen statewide agencies each pledged to make the campaign for state civil service a major objective of its program, is proceeding in the selection of staff and hopes to have an effective program under way in the next few weeks.

The Federation grew out of a series of meetings called by a small group of statewide agencies in an attempt to influence the Governor to include legislation for the merit system in his call for the special session of the legislature held this year. While it did not accomplish its original objective, interest seemed to increase with each meeting and plans for the formation of the Federation crystallized. The following agencies are now members of the Federation: Pennsylvania State Nurses' Association, Public Charities Association of Pennsylvania, American Association of Social Workers, Pennsylvania Division, Women's University Club, Interprofessional Association for Social Insurance, Philadelphia County Relief Board Employees, Pennsylvania Civil Service Association, Pennsylvania Tuberculosis Society, Allegheny Section, Society of American Foresters, State Education Association, Business and Professional Women's Clubs, Pennsylvania League of Women Voters, Young Women's Christian Association, Pennsylvania Committee on Penal Affairs, Pennsylvania Council of Churches, American Association of School Physicians, Pennsylvania Conference on Social Work.

In addition, the following agencies are considering the matter and are expected to join with the others within the next few weeks: State Federation of Pennsylvania Women, Consumers' League of Pennsylvania, Juniors of Federated Clubs, Pennsylvania Council for the Handicapped, Pennsylvania Federation of Labor, American Federation of Teachers, Pennsylvania Security League.

One of the handicaps encountered in the formation of the Federation was the need of money with which to secure the services of a full-time executive. The Pennsylvania Division of the American Association of Social Workers, meeting in Harrisburg on October 2, decided to raise $1000 to enable the Federation to secure an executive secretary immediately, while plans were being

made for financing the Federation over a longer period of time. Quotas were fixed for the various chapters in the state, and they proceeded to contact their own members. The Pennsylvania Division sent a letter to all non-chapter members. In a period of slightly more than a week the $1000 was over-subscribed. This aggressive action on the part of one of the seventeen members of the Federation encouraged the executive committee to employ immediately an executive secretary.

The Federation plans to introduce legislation in the 1937 session of the Pennsylvania legislature and to develop some understanding of the problem and of the need of such legislation through the member agencies.

ALVIN R. GUYLER

State Standards for Local Appointments

Commissioners of public welfare in New York State have recently been advised by the State Department of Social Welfare of the standards to be applied in making appointments to the position of investigator of Old Age Assistance in local districts. These requirements are the result of changes made in the state old age assistance law at the last session of the legislature governing reimbursements to local old age assistance districts. The law as amended includes the statement that "no state reimbursement shall be made for the salary of any person who, in the opinion of the department, at the time of appointment lacks the qualifications necessary for the work for which employed or who, after a reasonable trial period, is considered by the department unable to do satisfactory work."

In announcing the required standards of age, education and experience, the relation to civil service regulations is pointed out by the State Department. In New York State, thirteen counties are under the direction of the State Civil Service Department. Other counties are not governed by civil service regulations. Each city has its own civil service commission or board. In old age assistance districts subject to the jurisdiction of a civil service commission, decisions as to the qualifications of applicants will be made by the commission but the State Department of Social Welfare reserves the right to deny reimbursement where the persons appointed do not meet the standards specified by the State Department. In old age assistance districts not subject to civil service regulations, written approval from the State Department must be secured prior to the appointment of the investigator for whom salary reimbursement will be claimed.

In a subsequent communication to local commissioners of public welfare, Commissioner Adie of the State Department advised them that a large proportion of the applicants whose qualifications were being forwarded for approval did not meet the requirements. He pointed out that 90% of the investigators employed in the local home relief units of the TERA "meet or exceed these requirements" and that therefore "it seems reasonable to assume that persons who qualify under these requirements are available locally for appointments as old age assistance investigators." He again reminded the commissioners that appointments should be made on the basis of the specified standards as "this Department cannot assume responsibility for the reimbursement of salaries paid to investigators appointed who do not meet the standards established."

These standards are in line with those recommended by AASW. Local chapters and individual members should accordingly be awake to the need of supporting these standards, particularly in registering their stand with civil service commissions and other officials locally and in the state.

Civil Service Examination in New York City

An examination for social investigator has been announced by the New York Municipal Civil Service Commission for which the final closing date for application is November 12. The New York City Chapter of the AASW has undertaken to advise members of the chapter of this examination sufficiently in advance of the closing date so that those interested to apply will be able to do so. The chapter's Committee on Civil Service was particularly anxious that the chapter should undertake this service in the interest of having well qualified social workers take the examination so that a high standard would be set.

This examination is an important one, for in addition to the final outcome on the question of whether the ERB investigators will be placed on a civil service basis through this examination, a substantial number of positions will also be filled from it in various divisions of the Department of Public Welfare including the Division of Old Age Security, the Board of Child Welfare and the Department of Hospitals. After July 1, 1937, the ERB will be transferred to the Department of Public Welfare.

The announcement of the examination in outlining the duties and qualifications for the position of social investigator indicates a professional conception of the position and the calibre of personnel needed for it. The specifications for social work positions under the municipal civil service which were drafted by the New York Chapter's Civil Service Committee and published

in the June 1936 *Compass* were taken into consideration by the Municipal Civil Service Commission in drawing up the requirements for this examination.

A New Cabinet Post?

Persistent rumors in Washington for the past three months have been to the effect that a new executive department to be known as the Department of Public Welfare may be created.

What foundation in truth the rumor may have is open to question. No official comment has ever been made of the possibility, although several newspapers articles have been based on the rumor during the past month.

One Washington correspondent, Albert L. Warner, in a copyrighted article in the New York *Herald-Tribune* recently, went so far as to declare that the idea is "being pushed by influential forces in the Administration."

Speculation among newspaper writers in Washington takes the following general form—that a welfare department, if established, would be in addition to present departments and not a departmental consolidation—hence it would result in the appointment of an eleventh member of the President's Cabinet.

This belief is based on the supposition that persons close to the President are convinced that relief will become a permanent function of the federal government. Speculation about the functions which would come under such a cabinet post are numerous. One that has been put forward in newspaper articles is to the effect that the Social Security Board might be transferred to the proposed new department. Another alleges that the Public Health Bureau of the Treasury, and the Children's Bureau and Women's Bureau of the Labor Department might be included.

Whether these rumors are based on idle speculation or tea table gossip by minor executives is an open question. Significant, however, is the fact that re-organization of governmental bureaus is a subject under serious discussion. The Senatorial re-organization committee headed by Senator Byrd of Virginia is conducting an inquiry into the possibilities of simplifying government activities and consolidating agencies. The President recently appointed a similar committee to cooperate with the Senate committee. The possibility that the results of these various surveys and studies may be used as the basis for Congressional action is being discussed in governmental circles.

One thing is clear and that is, any concrete suggestion for a new departmental area where all the various welfare services of the federal government could be centralized and consolidated, would merit social workers' close attention and careful study.

Coast Chapters Initiate President

Reversing the usual order of being inducted into the office of national president by the Executive Committee and then visiting some of the chapters, Linton Swift, new president of the AASW, visited several chapters first. When he takes his place as president of the Association, at the Executive Committee meeting in December, he will bring to the gathering his impressions of chapter needs and interests garnered during his visits to Pacific Coast chapters during August and September.

Back at his desk as general director of the Family Welfare Association of America, Mr. Swift in discussing his trip in the field during which time he met with the Seattle-Tacoma, Oregon, Northern California, Los Angeles and San Diego Chapters, said:

"I feel that my visit to these chapters was fruitful and will help me immeasurably in discharging my duties as president. It was a pleasure to meet so many of our members on the west coast, and I am grateful for the opportunity and the cordial welcome I received."

While on the west coast, Mr. Swift discussed organizational and administrative problems with chapter executives, particularly the question of how to overcome geographical obstacles which now make it difficult for west coast national committee members to attend more than one or two meetings during the year. The possibility of holding conferences on or near the west coast and the advisability of having corresponding or consultative members on principal committees were among the subjects discussed.

The Current Crisis in Private and Public Fields

Discussed at Philadelphia Chapter Meeting

"IT is hoped," the program committee of the Philadelphia Chapter wrote, "that at the first chapter meeting there may be a discussion of the drastic changes that are taking place in many fields — more specifically the breakdown of the good public relief programs and the effect this will have on other fields."

By invitation, Harald Lund, assistant general director of the Family Welfare Association of America, presented the plight of the private agencies, and Thomas H. Hoare of the AASW national office staff outlined the situation in the field of public relief.

Mr. Lund opened his remarks by asserting:

"It would hardly be accurate to say that private social work is at a crisis. No patient can remain indefinitely at a crucial turning point in an illness. But private social work is without doubt

in a critical period and the same is necessarily true of the public field. Since social work presumably has to do with society it could hardly be expected to remain in a stable and placid state while the world is in the turmoil and confusion incident to deep-seated change."

Of the prevailing situation in the field of public relief, Mr. Hoare said:

"I submit that the present state of affairs, in many areas, isn't a crisis — it's a shambles. Relief giving machinery is being scrapped, relief services are being curtailed, state after state is following the lead of the federal government and 'quitting this business of relief.' "

Thus the stage was set for a clinical examination of the significance of these facts.

"One of the elements of confusion," Mr. Lund said, "in the minds not only of the general public but also of the lay sponsors of private social work, and even of the profession itself in general, is the relationship of the private and public fields. In spite of many cogent expositions of this relationship, of which an address by Miss Dorothy Kahn at the 1935 Mobilization meeting in Washington is a good example, we still seem to be laboring under the handicap of thinking and acting as though the public and private areas represented two major opposing camps. On the part of the profession there is no doubt an intellectual acceptance of mutuality in aims and interests, but there is still a note of emotional incompatibility. Some social workers, even among those recently shifted from private to public agencies, seem to look with scorn upon workers in the private field . . . and it is true that some workers in the private field live in an atmosphere of lavender and old lace, quite remote from the disconcerting realities of current conditions of American life."

It was pointed out that one of the difficulties in the way of clarifying the confusion in the private field is the "encroachment of big business philosophy upon private social work" as evidenced by the report on corporation contributions at the recent Mobilization meeting in Washington which contained this statement: "One of the most serious threats to our social structure arises from conditions that have forced the government to assume responsibility for the welfare of its citizens with the danger that such a course might inevitably produce political pressure for constantly more relief and constantly less work."

Mr. Lund pointed out that this report "went on to say that by encouraging the proper maintenance and growth of efficient private agencies for meeting actual need, corporation and other taxpayers could enjoy relief from otherwise necessary taxes to an extent far more than off-setting the costs assumed in the support of such private agencies . . . corporations can contribute to welfare activities only to the extent that they may enjoy benefits which will balance costs so assumed!" Mr. Lund observed that "this is not a surprising philosophy coming from the heads of great corporations, for it can readily be seen that a corporation cannot endorse relief standards which tend to raise wages about the subsistence level."

"It should be understood," Mr. Lund explained, "that the Mobilization meeting does not represent the point of view of private social work in general, or even chests in general, but the fact remains that this meeting is supposed to voice the claims of private agencies on public generosity."

Analyzing the confusion in the public field, Mr. Hoare declared that "its causes go back to the fact that there is not now and has never been a strong conviction in the public mind that adequate relief should be provided for through public tax-supported agencies. The present state of affairs is not a new malady, but simply a relapse to a former condition.

"The entrance of the federal government into the relief picture in 1933 was a radical departure from tradition. You may recall that President Hoover in 1931 declared, when pressure was being brought to bear by social workers for federal assistance to states for relief — '*If the time should ever come* that voluntary agencies of the country, together with local and state governments, are unable to find resources to prevent hunger and suffering, I will ask the aid of every resource of the federal government' — and then he added, '*However, I have faith in the American people that such a day will never come.*' "

Continuing, Mr. Hoare declared:

"As a people nurtured on the theory that a plough boy can be President, we consistently refuse to face reality. We have never looked upon unemployment as anything but an unpleasant accident. We have a boundless optimism and confidence that all troubles pass away.

"This state of mind has dominated to some extent every measure taken to provide relief for the unemployed during the past five years. In every piece of legislation that has been enacted the hope that it might be a sure fire cure was either stated or implied."

In summing up Mr. Lund said:

"The difficulties of private agencies in defining program are closely related to the financial problem. Both go back to the question of fundamental philosophy. Until this philosophy is well articulated there will not be sufficient conviction to set a course and to follow it with all of the courage which this requires. Many private agencies have demonstrated that with a philosophy and a conviction in respect to social work as a whole, and the role of the private field in particular, they can overcome the difficulties in the way of a meaningful program.

"In the family field there is a growing convic-

tion that social case work affords a highly important approach to the more intricate problems of human relationships, about which we yet know relatively little, and that the private agency can make a highly significant contribution of an exploratory and experimental nature. It is also evident that progress is not to be made by leaping from ledge to ledge, over chasms of inexperience and lack of knowledge, but rather by a slow process of building and of bridging these chasms. This means that private agencies must see their work in terms of real and immediate needs which they are equipped with their present skill and knowledge to meet. This is the course of professional growth, which like individual growth, is a process of assimilation and orientation, and not an acrobatic feat."

In concluding his remarks on the state of affairs in the public field, Mr. Hoare said:

"It has been said that 'social work is not a task of social workers alone, that we are merely the representatives of the community in its responsibility for poverty . . . and hence we must be the teachers and leaders, pointing out conditions of which the community may be unaware, developing attitudes and stimulating activities toward stopping some of the distress at its source.'

"The public mind is confused at this point with talk of work programs, social security, unemployment insurance, old age pensions, claims that people on relief are becoming demoralized, that the unemployed must be denied relief lest they deteriorate, that business is on the upturn, that the need for relief is diminishing, that it is high time relief shops were shut up, and so on ad infinitum.

"In the midst of this confusion and barrage of charge and counter charge, social workers stand in full possession of the facts. The question that I am sure is in your minds is what shall social work do with these facts? My answer is that we cannot ignore the need for certain necessary changes in our economic and industrial system if we would attempt to stop some of the misery of poverty and unemployment at its source.

"The immediate objective, I suggest, is the mobilization of social workers to influence public opinion to accept the unpleasant fact that large numbers of persons in need today will never become self-supporting, and to present at every opportunity a picture of the plight of these people to the end that public support can be obtained for legislative action to provide for a recognition by the federal government of its responsibility for sharing in the cost of the care of this group.

"It is my belief that this action can be taken within the framework of the AASW Outline For A Federal Assistance Program, adopted at the 1936 Delegate Conference. This outline, as you know, states the fundamental principles upon which social workers rest their case, in these words:

" 'Relief is not a desirable substitute for an economic income. The fact that a substantial part of our population is forced to live on public assistance and is denied the opportunity of self-respecting labor is a tragic reality. When there is no job and when resources are gone, relief is a right to be availed of without hesitation or bad conscience. It is not the act of taking relief which discredits society and the individual, but the fact that an income is not available. Enforced idleness is the curse for which relief is unfortunately the only temporary and partial remedy available. No one defends existence on relief as a way of life. It is tolerated and must be perpetuated until self-support becomes a possibility. Let the condemnation of society be directed against the causes of human misery, and not against the measures which have to be adopted to mitigate suffering.' "

The Costs of Curtailed Relief

What happens to the quality of work in a relief organization when relief appropriations are curtailed and funds for administration are restricted to an arbitrary, inadequate figure? The following summary of a paper by Katharine J. Dunn describes what is happening in Franklin County, Ohio, at the moment, under such conditions.

WITH the passage of the Hummel Bill in July, 1936 by the Ohio Legislature, it was necessary for the relief organization in Franklin County to undergo a drastic change. The county unit was only beginning to get a bit surefooted when this change came about.

In Franklin County before July we had a staff of some 67 visitors, handling a case load of approximately 7000. As a part of the case work department, an employment check department was maintained to learn of earnings derived from employment, property information, and the like. Various other departments, such as the rent, dictaphone and order departments were felt to be essential.

With the advent of the new bill we recognized that some of these functions would have to be eliminated. The visiting staff could not be maintained at the strength needed, if we were to comply with the law. Certainly, we would not be able to follow our relief families closely enough to develop additional resources and keep up with the changes which might occur in the family situation.

All the services were necessarily curtailed to a greater or less degree. The employment check department was reduced from 14 employees to 2, and other departments were reduced in the same fashion.

During June of this year our staff of 67 visitors made 9069 visits. This included home contacts and contacts with consultatives — an average of about 145 calls per visitor. The case load for this period averaged a little over 100 cases per visitor.

In August, with a staff of 22 visitors, 1440 visits were made or an average of only 65 calls per visitor. Case loads per visitor have increased between 400 and 500. We feel definitely that it is impossible to administer relief satisfactorily under such limitations. The effects are already clearly evident, even though there has been a conscientious effort on the part of all those participating to do the best job they could. The inability of the organization to plan over a long period is decidedly detrimental.

The large number of responsibilities are difficult to delegate to such a small group and the waste which results from cutting administrative costs is obvious — the administrative group performing clerical duties, clients getting relief who are not eligible, lowered staff morale resulting from the impossible demands on them accompanied by reduction of salaries and longer hours of work.

We have numerous examples where relief has been issued in error. Because of the lack of sufficient clerical assistance we have been unable to learn of recent assignments on Works Progress Administration. In a number of instances, clients have received both WPA earnings and also direct relief allowance. In the latter part of August, by engaging the services of practically the entire staff on a Saturday afternoon and Sunday, we were able to do the necessary clerical work for this particular service, with the result that practically $1000 of duplicate relief was avoided. One result of this lack of service shows in the figures of our case load. It has shown an increase in August over July and in September over August, whereas, usual experience is that July levels should be maintained during these months.

It is more difficult to measure the effect of all this on the client. There is obvious hardship for the aged group and those who are too ill to be able to come to the office for the very thing that we discouraged in the past (namely the office contacts) has had to be resorted to now. We have received many pleading letters from clients, almost begging that the visitors call on them, explaining that because of illness or some other reason, they cannot get to the office.

Formerly we tried to give each situation as much time as needed. Now we find ourselves in the position of actually begrudging time to a situation that calls for extended service. Recently a typhoid epidemic broke out in the county. It took 12 or 14 hours of one of the 19 visitors' time to arrange for proper care in this situation. Meantime numerous other situations, probably just as important, were without attention.

We cannot help but wonder how some of the plans that were started have worked out. There is the family where the father was sentenced to the penitentiary for life, and the mother left with a small child to care for. She had recently come to this country and had found it difficult to make an adjustment.

Just prior to the reorganization, a family was referred to us, where the mother had been working on WPA. One of the youngsters had been brought into court because of stealing. The court referred the matter to us and we were at the point of making some other plan for this mother which would enable her to remain in the home and give the care needed to the child. This plan had to be dropped and as far as we know the mother is still working. We have no way of knowing whether the boy is still evidencing delinquent tendencies.

A recent review of some 30 cases selected at random revealed that 18 presented definite health problems. Relief was being given in some form, the size of the family varying from a single individual to a family of 9. In only three of the families had there been actual contact by the visitor since July. In these three cases, the individual had called at the office to see the visitor.

It seems clear that the present relief administration is working under vast difficulties, that the families whom we are serving are not being cared for as they should, and that as a community we should be interested in remedying the factors which make an almost intolerable situation.

Baltimore Social Workers Urge Adequate Relief Standards

Among the activities of the Baltimore Continuing Committee on Social Needs, which were reported in the last issue of the *Compass*, was a brief in which the Committee set forth some principles and standards basic to an adequate public assistance program. For reasons of space, the brief was not included in the October *Compass* but is printed in full here as an example of a comprehensive formulation of relief standards by social workers for use in a specific situation. The brief was presented to the Board of the Emergency Charity Organization, which was organized following the liquidation of the Baltimore Emergency Relief Commission, in the hope of modifying some of its policies. Cooperation was given to the Continuing Committee by the Citizens Alliance for Social Security, the Young Ministers Group and the Peoples Unemployment League which also presented briefs to the Board of the ERC at the same meeting. As a result of this

joint effort in support of a more adequate program, some of the demands were met and there was a change in some of the rules of eligibility.

TO THE EMERGENCY CHARITY ASSOCIATION, INC.:

The Continuing Committee on Social Needs, representing the Maryland Chapter of the American Association of Social Workers, the Potomac District of the American Association of Medical Social Workers and the Association of Workers in Social Agencies, wishes to call to the attention of the Emergency Charity Association, Inc. the following principles on which it is felt that a program of adequate public assistance must be based:

After a period of six years, assistance to the needy can no longer be considered an emergency problem, but must be provided for on a long time basis. Standards of assistance which have been used to meet the situation on an emergency basis, if continued over a longer period of time, will definitely undermine the health and morale of the entire population. The ultimate cost of these deteriorative changes will be limitless.

In order to have a healthy society, all individuals capable of working within that society should have a right to earn maintenance sufficiently adequate to insure security and a decent standard of living. Those lacking this opportunity and those unable to work should have a right to receive such maintenance from society.

The Continuing Committee on Social Needs therefore recommends that the policies of the Emergency Charity Association, Inc. be based upon the following considerations:

ELIGIBILITY

It should be the responsibility of the ECA, Inc. to provide the basic material necessities of life, on an adequate standard, to those families and unattached individuals who are without sufficient resources to provide such necessities for themselves, with no exceptions, as to:

"1. Families in which one or more heads of the household are fully employed.

"2. Persons or families who have not established residence as herein and after defined.

"3. Able-bodied single employable individuals under sixty years of age.

"4. Able-bodied employable childless couples under sixty years of age.

"5. Persons who are receiving Old Age Assistance.

"6. Persons who are receiving blind pensions.

"7. Persons who are receiving aid to dependent children.

"8. Cases in which there is one or more persons having legal responsibility which they are able to meet.

"9. Owners of any business engaged in the buying and selling of merchandise, or where others are employed.

"10. Families when an employable member has refused bona fide employment.

"11. Families when an employable member has been cut off W.P.A."[1]

[1] Intake Policy, Emergency Charity Association as reprinted in the Baltimore Sun, June 20, 1936.

STANDARDS OF RELIEF

Relief plans should aim at the maintenance of the health of the individuals assisted, at allowance for the necesssities of physical and mental growth and development of children, at the maintenance of decent standards of living. Adequate assistance must include the following items: Food, shelter, clothing, medical and dental care, household needs, transportation, fuel, light and insurance to cover burial or guarantee a decent burial in the event of death while dependent upon relief.

FOOD

We recommend that the ECA Inc. adopt the "Liberal Diet" established by the U. S. Bureau of Home Economics, Department of Agriculture as the minimum food standard.

Food should be adequate in amount, quality and variety of items to provide all the nutritive essentials for health and especially to allow for the growth and development of children. There should be an ample margin of safety to allow for variations in buying ability and there should be extra grants to those whose health requirements demand additional or special foods.

We recommend that the ECA Inc. should establish a Home Economics Bureau to instruct clients in the most beneficial methods of preparing the adopted diet, and to cooperate with the various health agencies in the supervision of special diets.

SHELTER

A sound and fair rental policy is a necessary accompaniment of a balanced food allowance, and the client should not find it necessary to supplement his rent allowance from the remaining portion of his relief grant.

We recommend that the ECA Inc. should assume responsibility for making fair and acceptable rental terms between landlord and client.

It should also assume responsibility for securing alternative accommodations in the event of dispute and eviction arising from non-acceptance by the landlord of the agency's rent policy.

We further recommend that the ECA Inc. should assume definite responsibility for the payment of fixed expenses, in lieu of rent, for those property owners who are on relief, to avoid foreclosures and excessive accumulation of debt.

CLOTHING

Clothing sufficient for protection from cold and of a kind and quantity to induce self-respect should be provided. Especially should children be amply provided with clothing adequate for regular school attendance. The chief wage earner should have clothing which will be adequate for his work if he is partially employed or if he is employed in relief work and should not be detrimental to his efforts to secure normal employment. The housewife's clothing should be adequate not only for the performance of her housework but for shopping and for participation in such cultural and recreational opportunities as may be available to her.

MEDICAL AND DENTAL CARE

The ECA Inc. should assume responsibility for working out a sound medical care program based on prevention as well as cure. An adequate medical service can prevent long, costly illness and permanent disability. Such a program should include provisions for medical service, as well as appliances, and any other recommendations made by recognized health authorities.

A medical program in order to be effective must also include provisions for dentures, fillings and such other dental treatment as may be necessary.

HOUSEHOLD AND PERSONAL ITEMS

We recommend that allowances for household and

personal items be regarded as an essential part of the budget. Replenishment of household equipment and necessary furniture, cleaning and laundry supplies, soaps, cleaners, matches, condiments, replacement of dishes, pails, pans, brooms, etc. razor blades, elemental bathroom supplies, and a small amount for personal expenses, for haircuts, shoe repairs, tooth brushes, an occasional postage stamp, etc. are necessary in every household.

TRANSPORTATION

The ECA Inc. should provide for transportation for going back and forth to a regular job, to school, to clinics, hospitals and sanatoria, for the searching for work and for necessary visits to the ECA office.

We further recommend that transportation allowances be granted so that clients may avail themselves of community recreational resources.

FUEL AND ICE

We recommend that adequate provision be made for gas and electricity. Coal allowances should be based on size and number of rooms, number and type of heating units, necessary type and price of fuel. We recommend that soft coal should not be used except in such cases where clients have heating equipment especially designed for the use of this type of fuel. Furthermore the period during which coal is allowed should depend upon weather conditions.

An effective and intelligent use of the food budget cannot be expected unless ice is provided during the summer months. We recommend that an allowance for ice be included in the weekly checks, in all cases without exception.

INSURANCE AND BURIAL EXPENSES

In connection with a provision for insurance or burial, we would call attention to the fact that this is peculiarly necessary in Baltimore since there is no "Potter's Field" or provision for burial at public expense. The only disposition which can be made of bodies for which private agencies do not assume responsibility is turning them over to The Anatomical Board.

It is the intention of the above statement to present the basic elements to be considered in the determination of adequate relief grants. There should be sufficient flexibility in these budgets to provide for special needs. Moreover, actual allowances should be modified from time to time as changes occur in the cost of living.

Relief in the form of cash is, on the whole, preferable to relief in kind. Most of the families aided have been used to managing on minimum incomes and are able to buy more economically than others can buy for them. Cash also permits of selection according to individual preference and racial or other traditional habits, —a factor which is most important in the maintenance of morale. In addition, the granting of cash instead of relief through a system of orders keeps down overhead costs and tends to distribute trade through normal channels.

An adequate relief program for any community should be sufficient to provide these necessities to those helped and should be sufficient to give aid to all in the community who need it.

Respectfully submitted,

ESTHER LAZARUS, *Chairman*
CONTINUING COMMITTEE ON SOCIAL NEEDS
of:
AMERICAN ASSN. OF SOCIAL WORKERS,
Maryland Chapter
AMERICAN ASSN. OF MEDICAL SOCIAL WORKERS,
Potomac District,
ASSOCIATION OF WORKERS IN SOCIAL AGENCIES

Straight Thinking on Relief

Critics of social work frequently fall into the error of drawing a conclusion from two unrelated propositions. Nearly all of us have heard at one time or another the fallacious argument that relief rolls are packed with "chiselers" and that relief administrations employ too many social workers. The critics of relief-giving often propose to eliminate the chiseler by reducing the number of social workers.

That this popular illogical device is less effective than it has been in the past in beclouding the issue is demonstrated by the fact that newspaper editors are no longer accepting it without critical examination.

The editor of the St. Paul *Daily News* disposed of the matter in the following fashion in a recent editorial. Under the caption RELIEF, he said:

There seems to be something about the relief problem that makes it hard for people to think straight. How else explain the fact that an attack on any local relief administration almost always degenerates, ultimately, into an attack on social workers and a denunciation of chiselers?

About a year ago the state of Illinois had such an experience; today, Ohio is having one. The cases are enlightening.

In Ohio, for instance, the Cleveland chamber of commerce issued a long blast against the way relief was being handled. It asserted that far too many social workers were being given jobs in the relief administration, and declared that there were altogether too many chiselers on the relief rolls.

These accusations—because they are heard almost every time a relief administration comes under fire—are worth looking at in detail.

The most obvious thing about them is that they simply don't mesh. The social worker, whatever his faults, is at least experienced in dealing with people who have to ask for charity. He has spent his adult life in such work.

If anyone on earth should be qualified to tell whether a given applicant for relief is a "deserving case" or a shiftless moocher, it should be the social worker.

The very best insurance against having chiselers on the relief rolls, then, would logically be an administrative staff loaded to the guards with trained social workers. But do the critics ever see it that way? They do not.

Instead, they demand—for some obscure reason—that the social workers be fired, to be replaced presumably by gifted amateurs, and, in the same breath, demand that the rolls be purged of moochers.

Just how the amateurs are going to be more skilled than the social workers in telling a deadbeat from the honest man is something that the critics never take time to explain.

The relief problem, of course, is one of the meanest and most pressing problems facing America today.

We cannot possibly go on indefinitely as we have been doing in the last three years. Uncle Sam's pocketbook is not bottomless, and his credit is not without limits.

But to base one's attack on the problem on the social worker and the chiseler—to talk as if most of our relief troubles would vanish overnight if the deadbeats could be removed from the rolls and the trained workers from the administrative staffs—is to talk pure and unadulterated nonsense.

It is vicious because it tends to make people forget the real nature of the problem. The primary trouble is, has been, and always will be the lack of jobs in private industry.

Until that trouble is remedied, the other relief headaches are secondary.

Copies of Directory Available

A limited number of paper-covered copies of the DIRECTORY OF MEMBERS are available at $1.50 a copy. These copies, held for members who placed a reservation order but who have not sent shipping instructions or their remittance, may be purchased by any member at the pre-publication price of $1.50 per copy as long as they last. Simply send your check or money order for $1.50 and request a copy of the DIRECTORY OF MEMBERS (The Who's Who of Social Work.)

Social Work Book of the Month

It is gratifying to know that *This Business of Relief* (proceedings of the 1936 Delegate Conference) has been chosen by *The Family*, official publication of the Family Welfare Association of America, as the social work Book-of-the-Month for November.

Strangely enough, however, the record of sales of this book reveals that its sale is not being confined to social work circles, for almost as many individuals and organizations without social work connections have ordered copies of this book, as have social workers.

Public libraries lead the buyers' list of non-social work organizations, followed by various business groups with newspapers a close third. While several schools of social work have placed quantity orders, individual orders from university libraries in institutions that do not include a school of social work exceed the total of orders received from social work schools.

Orders from commercial book dealers exceed in number orders received from any other type of organization, but as there is no way of ascertaining for whom the ordered book is intended, there is no way that these sales can be assigned to either the social work or non-social work group.

When plans were being made to publish *This Business of Relief*, it was calculated that due to the widespread newspaper publicity which the 1936 Delegate Conference received, there would undoubtedly be a demand for the published proceedings outside of social work circles, but it was predicted that social workers, board members of social agencies and public and private social work organizations would be the first group to recognize the value of the papers assembled in the volume.

For some reason, this prediction has not come to pass. However, now that *This Business of Relief* has been chosen as the social work Book-of-the-Month it will undoubtedly become as well known among social workers as it is now outside of social work circles.

During the next three months the subject of long range planning will become a major topic of debate in federal and state legislatures. During the next session of Congress this subject will be on the calendar of important issues. The AASW Outline For A Federal Assistance Program, which is included in the appendix of *This Business of Relief*, is the only complete outline for long range planning that has been drawn up to date.

During the last session of Congress this outline was discussed on the floor of both houses and during the next session may become the subject of further discussion in Congress. Every social worker and every member of the AASW should be familiar with the details of this outlined program. It can furnish the basis for several chapter discussion meetings and can be used as the framework within which chapter action can be planned to move for consideration of long time plans for public assistance.

The papers which make up the book combined with the outline furnish the answer to many of the questions that are being raised daily about relief programs, relief recipients, governmental resources and the extent of need for public assistance.

The *Social Service Review* in its notes and comments column refers to *This Business of Relief* as "one of the greatest book bargains in social work history."

The *American Journal of Orthopsychiatry* makes this comment: "The great economic disaster of the early thirties brought out the great organizing genius of American social work and when it was possible to command some resources from the national government, these were immediately utilized, applied quickly, efficiently and intelligently with the least amount of suffering, which is usually involved in such a great undertaking. It seems almost as if American social work again found itself. The present volume, however, is not a

volume of self-praise or an account of a mutual admiration society. It is a book by technicians who discuss the intimate problems of their work and the difficulties encountered, with the specific remedies proposed. It is a volume written by specialists and in that sense only another specialist in the field can pass on its value, but even a remote observer can see the thoroughness and the seriousness with which the various social problems involved in relief are taken up."

AASW Represented at Youth Conference

Social workers are aware that any real program for unemployed youth would have to recognize that the available jobs by and large take the cream of the group and that it is the less-trained, less-bright, less-promising group, for which plans really need to be made.

Believing that this aspect of the problem presents a challenge to social work, the AASW responded to an invitation to be represented at a conference called by the American Youth Commission by appointing Dr. Carl Rogers of Rochester and Martha Maltman of New York as its representatives. The conference was attended by representatives of business, industrial, governmental, educational and social organizations to discuss the problems now confronting American youth and ways to develop a practical program for meeting them. Dr. Rogers and Miss Maltman will make a report of the discussion to the Executive Committee of the AASW.

Dr. Frankwood E. Williams

The death of Frankwood Williams on September 26, 1936, deprived the mental hygiene field of one of its foremost leaders. During the period from 1922 to 1931 when Dr. Williams was medical director of the National Committee for Mental Hygiene, the spread of mental hygiene work in the fields of medicine, education, social work and criminology, was the result of his leadership and the sound scientific conception of the movement which lay back of his efforts to have it more widely understood and utilized.

Although Dr. Williams had engaged in private practice as a psychoanalyst since he left the National Committee on Mental Hygiene in 1931, the impetus which he gave to the mental hygiene approach in social work and other fields has been carried forward and social workers are well aware of what his activity and interest have meant in the development of child guidance programs and the training of psychiatrists and psychiatric social workers. Dr. Williams always maintained a close affiliation with the social work field. He was a member of the AASW and taught at various times both at the Smith College School for Social Work and the New York School of Social Work.

A memorial meeting in honor of Dr. Williams, sponsored by a number of organizations, has been arranged for November 15th at 4 P.M. at the New School for Social Research, 66 West Twelfth Street, New York City. The theme of the meeting is to be "The Individual and Society." The speakers who will participate in discussing this theme are: Dr. Arthur Ruggles, Bertha Reynolds, Alvin Johnson, John Kingsbury and Harry Lurie.

Among the sponsoring organizations for this meeting are the National Committee for Mental Hygiene, New York School of Social Work, American Association of Social Workers, New School for Social Research and the Interprofessional Association.

On the evening of the same day, November 15th, at the Academy of Medicine in New York City, a memorial concert has been arranged by Dr. Williams' colleagues in medicine and psychiatry. Dr. Douglas A. Thom will give the memorial address.

Pioneer Advocate of Social Insurance Dies

Dr. Isaac Max Rubinow, international secretary of B'nai B'rith and an authority on social insurance, died September 1st, at Montifiore Hospital, the Bronx, N. Y.

Dr. Rubinow was one of the first advocates of social insurance in the United States and fought for workmen's compensation during Theodore Roosevelt's term of office as President. His book "Social Insurance" published in 1913 was considered a standard work on the subject. In 1934 he published "Quest for Security."

A leader in the Zionist organization he also served during his career as director of the Bureau of Social Statistics, of the New York City Department of Public Charities, lecturer on social insurance at the New York School of Social Work, and a member of the Ohio Commission on Unemployment Insurance. He was a contributing editor of *The Survey* and for five years edited the *Jewish Social Service Quarterly* and the *B'nai B'rith Magazine*.

Active in social work circles for many years, and a member of the AASW, Dr. Rubinow was often heard at national and state social work conferences. At the New York State Conference of Social Work in 1935 discussing the Social Security Program he described it as being "complex rather than complete," adding that it was the beginning of a program which must be continued.

Executive Secretary in the Field

Ohio, Minnesota, Illinois, Washington, D. C., New Orleans, Texas, Missouri and Indiana were included in the itinerary of Walter West, AASW executive secretary, on two recent field trips.

During the second week in October, Mr. West attended the Ohio Welfare Conference, and addressed the AASW State Council meeting at Toledo, going on to Minnesota to visit the Twin City Chapter on October 12th and 13th. He then went to Bloomington, Ill. to attend the State Conference of Social Work and a joint meeting of the Illinois and Chicago Chapters.

Returning to the national office for a series of conferences on the 16th and 17th, he left for Washington, D. C., on October 18th, where he conferred with federal officials, leaving for New Orleans on the 20th to discuss the Louisiana situation with chapter executives. From Louisiana, Mr. West went on to Austin, Texas, where he conducted a one day institute on Professional Standards for the North and South Texas Chapters.

Leaving Texas, his schedule called for a visit to the St. Louis Chapter and conferences with chapter executives and committees to be followed by a visit to the Indianapolis Chapter before returning to New York on November 2nd.

Thomas H. Hoare, of the national office staff, will conduct a three day institute on Public Relations and Interpretation, at the Colorado State Conference of Social Work, December 2nd—5th, in Denver. While in Denver, Mr. Hoare, who is in charge of the national AASW interpretive program, will meet with the Denver Chapter for a discussion of local problems and programs.

Grievance Procedure and Employment References

In the article "Dismissals—When, Why, How" in the December 1935 *Compass,* reference was made to certain principles of reference writing. In an item "Employment References" in the June 1936 *Compass,* a few principles were outlined as formulated by the New York City Chapter Committee on Employment Practices, on the basis of a grievance case that had been considered and brought to a successful termination. The August 1936 *Compass,* reporting the meeting of the Division on Employment Practices, raised some questions on the subject of reference writing. It was pointed out that there is considerable complexity of settings in which social workers apply their professional education and find their employment; that these factors, quite apart from the fact that people differ greatly in their capacity to evaluate personnel or performance, make it difficult to set forth a few simple rules. Some of the problems of transferability of the individual's experience and the problems of agency growth in different community settings were mentioned. There is, for instance, the question of reconciling the agency's responsibility to present employees with the agency's obligation to grow and improve its personnel standards. Such considerations affect staff turnover and reference writing and affect social workers' professional careers. The Division on Employment Practices recommended further work on some of these questions with a view to formulating some material as a basis for AASW membership discussion.

A number of chapters now have committees which are considering the study of references on social workers for employment purposes. It is thought that the following summary on the particular case that led to the New York City Chapter's suggested principles as given in June 1936 *Compass,* may be of interest to the Association membership:

The facts in this situation are substantially as follows: The complainant, a member of the Association, is a college graduate and has had partial training at a school of social work. Her first professional job was with a family agency in her home town. After two and a half years she resigned to go to New York and shortly thereafter was engaged by a private agency in that city. After three years on this job, she was offered a supervisory position by the public agency. In response to a request from the public agency, a letter of reference was written by the worker's immediate supervisor. The contents of this letter were discussed with the worker, and she believes it to be a fair evaluation of her ability.

A short time after beginning her service with the public agency, the worker became ill and was advised by her physician to rest for a period of several months. Since it was difficult for her to obtain the proper care in New York, she resigned her position and returned home. Some months later, when she had regained her health, she applied for a position with the public agency in her home city. Her references were secured through the state employment bureau, and she heard nothing further about her application, although there were substantiated rumors of vacancies. She thereupon made application to the private agency where she had first been employed and which had a temporary vacancy at the time. The position was offered to her subject to the receipt of satisfactory references about her employment in New York. When these arrived, she was notified that they were extremely unsatisfactory and that under the circumstances she could not be employed.

In an effort to clear up the situation, she went to New York but was unable to see her former executive because of his illness. She learned that he had sent a second set of references, to both the state employment bureau and the private agency in her home town, which were highly critical of her competence and character. Their content was obviously inconsistent with the earlier reference and of such a damaging nature that any recipient would be reluctant to engage her.

Her former supervisor advised that she had not been responsible for the change.

In discussing the situation with the assistant head of the agency, the worker pointed out that the existence of the second reference seriously impaired her opportunities for future employment, and asked that the statements it contained be substantiated or that the letters be recalled. When the agency seemed unwilling to do this, or to offer any explanation for its unusual procedure, she appealed to an interested member of the Board. Shortly thereafter she received word that the second reference would be withdrawn and was advised that it was no longer necessary for her to remain in New York.

Upon receiving a copy of the letter which the agency had sent out, she found that instead of requesting a return of the reference, it asked that the latter be kept confidential. This, in her opinion, only served to emphasize the damaging nature of its contents. She again appealed to the Board member, but was informed that because of the complicated situation arising out of the executive's continued illness and his subsequent resignation, nothing further could be done. It was at this point that the worker, having exhausted her efforts to secure an adjustment directly from the agency and believing that there were important professional principles involved, appealed to the American Association of Social Workers.

Because of her request that the situation be handled as confidentially as possible, the chairman of the Employment Practices Committee of the New York City Chapter first approached the Board member who had previously been involved. He indicated that there was no substantial disagreement about the merits of the case but that because of the complications already referred to, he had been unable to bring about a satisfactory settlement. He offered to discuss the matter with the incoming executive and inform her of the chapter's interest in the situation. During this period the worker had applied for another position, but had withdrawn her application because of her conviction that she could not possibly be employed while the damaging reference was in existence.

The new executive of the agency, who had meantime been appointed, was quick to respond to the situation, and arranged for an immediate interview with the worker concerned. A study of the personnel folder convinced her that there was nothing to substantiate factually the second set of references, and within several days a letter went forth recalling them and asking that the original reference written by the worker's immediate supervisor be substituted. Two weeks later the worker was employed. It is worthy of note that the new executive welcomed the chapter's interest in the matter, and felt that it would lend strength to her request that her Board approve the recall of the letters.

Following are the principles that were drawn by the New York Chapter Committee from the handling of this case, and since reported in the June 1936 Compass:

References should concern themselves solely with the competence of the person under consideration.

They should be specific and concrete and preferably based upon an evaluation of the employee's work.

They should be written by or on the basis of material furnished by the person who is most familiar with his work.

Nothing should be said in a letter of reference which has not previously been discussed with the worker.

This case stimulated considerable interest in reference writing among the members of the Committee and it is planned to devote several meetings in the near future to a further exploration of this problem.

MARCEL KOVARSKY

Some Issues Before Social Workers in Puerto Rico

Social workers in Puerto Rico are facing some difficult problems which were clearly set forth in an article on "Puerto Rico's Predicament," by Dorothy Bourne, in the *Survey Midmonthly* for July. Similar information about the critical relief situation and measures which the social workers are advocating was given to the national staff of the AASW by a member of the newly organized Puerto Rico Chapter who attended the National Conference of Social Work in Atlantic City.

The discontinuance of the Relief Administration left Puerto Rico in a peculiarly difficult position since there are no funds for unemployables and Puerto Rico is excluded from the provisions of the Social Security Act. Social workers have been making valiant efforts to meet this crisis by supporting a bill to establish a department of public welfare to which all local political parties are pledged, and by taking steps to have Puerto Rico included in the provisions of the Social Security Act.

The position of the social workers in Puerto Rico, a small and relatively new professional group, is complicated by the critical social-economic conditions on the island. With a population of whom 80% have been and are eligible for relief, the whole question of whether Puerto Rico's fundamental economic problems will ever receive adequate attention from the United States or whether the Puerto Ricans should strive to secure their independence and attempt to solve their problems themselves, has come to the fore.

Social workers, therefore, are obliged to face the political aspect of the relief problem and to consider whether in their opinion the basic economic problems which are disastrously affecting human welfare on the island have a better chance for solution if Puerto Rico remains a United States' possession or whether these problems could be more fundamentally attacked if it had independent status.

Social workers are to an unusual extent actually identified with the interests of their clients. There has been so little private social work and the whole movement expanded so rapidly, not only in numbers employed but also in the pro-

fessional training program at the University of Puerto Rico, in response to the demands for relief work, that it is now feeling to a unique degree the economic effects of change in relief policies. A large proportion of the trained workers have been unemployed and the incentive to take training has been naturally lessened by lack of prospective employment. The present efforts of the local Society of Social Workers and local chapter of the AASW are courageously directed toward maintaining professional standards and educating the public to the needs of clients as a very real factor in the future of the island.

Discussing the importance of skill in the practice of social work in *The Public Welfare Journal* of Texas (issue of May, 1936), Elmer Scott says:

"It is an unsolved mystery that the social worker, whose service is employed with intangible and complex human problems — economic, moral, mental and physical — is given so scant a hearing in respect to the need of the highest skill.

"While this might have a devastating effect on the social worker's own feelings in respect to preparation to do his work well, in actual fact it is all the more reason for the acquisition of skill in his profession. If he is unskillful and untrained, his very inadequacy gives color to the critics of competent social service. It takes courage, of course, to carry on in the face of frowning authority, but it still is indisputable that only by the evidence of competent and productive service by skilled social workers will the critics be disarmed . . .

"Skills of today may not be directly applicable to the job of tomorrow. By the very act of preparing now to do well what we are now engaged in establishes a quality of mind and spirit on which one builds for the future — no matter what changes take place. Negligence and careless unconcern set a stamp of permanent incompetence on every one who succumbs to them under any circumstances."

New York State Council Maps Its Program

The New York State Council at its annual meeting last month mapped a positive program of action for the current year, the important features of which are:

1. The assistance which should be made available to local and state public welfare officials in the problems of adapting the existing professional standard to the merit system of appointment of social work personnel.
2. The development and expression of competent opinion on all questions of social legislation.

The Council meeting emphasized the ways and means in its state-wide machinery by which it will be possible to coordinate the thinking and activities in five chapters and in informal groups of members on these subjects. The Council had clearly in mind the need to facilitate the intercommunication of professional social workers on matters with which they have experience, and also the need to enable the professional association to meet the responsibility which it has toward public welfare officials in the many difficult tasks that lie ahead in the administration of an extensive permanent welfare program. The latter, it was clearly brought out, must be done at every local point where standards are being set up.

A new subject for statewide study was initiated by the New York City Chapter Committee on Certification, in the form of a tentative draft of a bill containing a proposed definition of qualifications that might be required of applicants for certification when and as provision may be made for conferring such legal status upon social workers. The draft of the bill was initiated by the Committee which studied the subject and drew up the bill and was made available to all organized AASW groups in the state simultaneously for wide consideration. No suggestion has been made about the proper time to introduce a bill of this type into the legislature. The contents of the bill as drafted are offered for study of the conditions and qualifications which the professional social workers might agree upon as desirable from the standpoint of the profession.

Discussion at the Council meeting emphasized the importance of one or more full weekend meetings of the Council in the course of the year, for the purpose of giving adequate consideration to issues in its program.

The Council issued at this time its first published bulletin which is a modest account of the accomplishments of this statewide AASW organization to date.

Case Work Evidence On the Non-Resident

It is the Association's contention that only social workers know and can mobilize the information that is needed in order to dispel certain popular misconceptions that mitigate against understanding many of the social needs that exist and require intelligent planning. The records of social case work agencies, for instance, yield evidence on such questions as the degree to which social agency relief may operate to supplement inadequate wages.

Chicago case workers have contributed to the body of factual experience regarding the non-resident and his problems. This is revealed in an article by Leona E. Massoth in the June issue of the *Social Service Review*, "Some Current Misconceptions Concerning Non-Residents."

"Our present approach to the problem of the non-residents or transients who are in need," the article states, "is based on the attitude and conceptions that were attached to the non-resident group several centuries

ago. Evidence secured in a study of transients in Chicago shows these older attitudes and conceptions regarding the non-residents are in reality misconceptions which have complicated the problem. The families included in this study had only one common characteristic — that they found themselves in distress and in need of financial assistance in a county in which, according to the poor law, they were ineligible for aid because they lacked settlement.

"The purpose of the study was to discover the problems of non-resident families by reviewing the experience of a group of families who had come in conflict with the law of settlement in Chicago. An attempt was made to learn the history of 109 out of a total of 193 individual non-resident families cared for by the United Charities in 1933. Arrangements had not then been made for the care of transients by the Federal Emergency Transient Bureau, which did not begin its work until November, 1933. Material was gathered to ando they come from?' and 'Why did they move?'

"The sample studied is a selected group, first, because the entire case load of the United Charities is selective. Moreover, these were families who refused deportation to the place of their legal settlement. A study of this group of transient families showed that the usual assumptions about transients did not square with the facts. In order to make this clear, individual cases are discussed in connection with the commonly accepted theories regarding non-residents."

Such misconceptions as the following are set forth and shown to be false in instance after instance: That all non-residents can be likened to the traditional vagrant; that all persons who fall into distress in a state or local political unit where they have no legal settlement can be dealt with adequately by determining legal residence elsewhere; that the private organization, because of its freedom from statutory limitation, is best able to assume the responsibility of care for the non-resident group.

"An analysis of the entire group of 109 non-resident cases," the conclusion of the article states, "reveals that, of the total number, 66 were families who would have had no occasion to come to the United Charities except for the fact that they were non-residents and hence not eligible for public relief. In these 66 cases unemployment resulting from the depression was the major difficulty, and relief until employment could be secured the chief need. This does not necessarily mean that no problems existed in these families, but it does mean that the problems were such that the facilities of a specialized family agency were neither needed or desired by the family."

Some Chapter Projects

Buffalo—The Group Work Committee of the Buffalo Chapter has conferred with the University of Buffalo on the development of courses and field work in group work in the social work curriculum. The committee made recommendations regarding an undergraduate course taught by a qualified instructor as an interim measure until such time as the University is financially able to provide courses and field work for group work majors in the graduate curriculum.

Denver—The chapter and the Colorado Conference of Social Work are issuing jointly a quarterly publication called *Changing Times*. The publication is designed for the lay group as well as professional social workers to provide a "medium through which thinking about social needs may be crystallized by discussion and interpretation."

Iowa—The chapter, on recommendation of the Executive Committee, has accepted as its primary responsibility interpretation of the need for legislation, the giving of information to interested persons and stimulating action among other groups.

A one day institute on social legislation in Iowa was decided on as the first step. The chapter will keep in touch with the legislative activities of other groups and will plan to get other groups to take the responsibility for public campaigns for legislative changes rather than to campaign in the name of the AASW. Interest of the chapter members in an active program is demonstrated by the fact that although some members have to travel 200 miles to attend chapter meetings, between 50 and 60 out of a total membership of about 100 have been present at each meeting.

Los Angeles—A comprehensive survey was conducted under the auspices of the Membership Committee to ascertain the professional standing of the staff of public and private social agencies in Los Angeles County. Reports were received from 55 agencies with a total social work personnel of 548. Of this number, 157 were AASW members, 105 were eligible to membership and 286 were working toward membership. The committee offered to assist all those eligible to complete their applications for membership.

The Sub-Committee on Civil Service of the Division on Personnel Standards will work jointly with representatives from the staff of the Civil Service Commission on professional classification of positions.

Nebraska—The Nebraska State Chapter and the Nebraska Conference of Social Work have appointed a joint committee, The Citizens' Planning Committee.

The Committee's chief concerns have to do with the study of existing state welfare laws, public opinion on state welfare work and appropriate advisory relationship between the committee and the state and local officials.

New York City—The chapter has issued to its 1,300 members a twelve-page printed report of the activities of its various divisions and committees during the past year. The report is a particularly attractive specimen of typography as well

as a succinct history of the year's activities. Mrs. Kathleen Clark Axley, a member of the chapter, acted as editor of the report.

An Experiment in Extra-Mural Teaching

The Worcester Chapter in cooperation with the Simmons College School of Social Work is continuing this year the extension courses in social work which were offered last year to practicing social workers in Worcester. This project was undertaken by the Chapter primarily to assist those having the necessary prerequisites to acquire the professional credit necessary for admission to junior membership in the AASW. Two courses were offered last year—Elementary Case Work and Case Work Analysis—which were attended by approximately 25 students earning credit toward membership as well as by others interested in increasing their professional equipment even though they lacked the academic prerequisites for credit. These courses are to be followed this year by a course in Clinical Psychiatry and a seminar in Dynamic Interpretation of Social Case Work. The courses have been planned and the instructors selected by Simmons College. Each course carries 2 semester credits and students pay a fee of $10 per course. Any deficit which remains is met by the Chapter and the Community Chest. The Chapter and Simmons College plan to continue these extension courses long enough so that those who are acquiring professional credit toward junior membership can secure the necessary 10 semester hours.

Supplementing these courses, the Worcester Chapter has been carrying out an experiment under the special supervised practice procedure whereby students in the courses who wish to complete the field work requirement as well as the course requirement for AASW membership may offer this supervised practice in fulfillment of the field work requirement. The plan of training to be followed under the supervised practice procedure was worked out by the Chapter under the guidance of Simmons College but the responsibility for it has been in the hands of the Chapter, individual members of which were appointed as consultants to carry out the program agreed upon for the students. The plan was submitted to the National Association's Committee on Technical Requirements for authorization under the supervised practice procedure before it was put into operation by the Worcester Chapter, and will be evaluated by that committee under the regulations governing the supervised practice procedure before the work of the students under the plan is finally accepted under the field work requirement for membership.

Graduate Program at University of Louisville

A Graduate Division of Social Administration has been announced by the University of Louisville. The University for several years has had an undergraduate curriculum in social work in the Department of Sociology which will be continued for the year 1936-1937. With the new graduate program a specific two year program of professional training will be available, one year of undergraduate work in the senior year and one year of graduate work.

This development is a result of the combined interest of the University and the Louisville Chapter of the AASW in the development of a graduate school of social work. The Chapter Training Committee started active study and promotion of the idea last winter by (1) studying the need for a school in that particular locality, (2) studying the standards necessary for a school to qualify for admission to the Association of Schools, and (3) organizing support of the idea among local social agencies. The University was sympathetic to the proposal and as a result, Dr. Marion Hathway, Secretary of the Association of Schools, was invited by the chapter to come to Louisville to advise on what would be needed to establish a school on a basis which would enable it eventually to qualify for admission to the Association of Schools. The new Graduate Division is the outcome of the activity of the chapter and the willingness of the University to meet a need which it was convinced was genuine.

What Is the AASW Organized to Do?

Members may find the following statement of the purpose and activities of the AASW useful in answering inquiries about the Association's function and program. The statement was prepared for inclusion in the next *Social Work Year Book*.

To provide the national working channel and local machinery for the cooperative activities of professional social workers; through its membership requirements to encourage proper and adequate basic preparation and training and to foster a homogeneous group which can develop competent social work opinion; through its Division on Personnel Standards to promote a high quality of professional service through a wide recognition of the importance of qualified personnel selection for the entire field; through its Division on Employment Practices to formulate and seek to establish satisfactory conditions of employment and retirement of personnel to attract competent personnel and enable them to work effectively; through its Division on Government and Social Work to initiate and participate in social planning and legislation for modernized welfare services and improved living standards; and

through its general activities to disseminate information concerning social work as a profession, to encourage and conduct appropriate investigation not included in the activities of its divisions, and to publish material related to experience of social work practitioners and therefore of special value to the advancement of professional social work.

Recent Bulletins

Herewith is a list of recent bulletins and material sent to chapter officers by the national office.

A SERIES

40. Relative to Compass File .....June 10
41. Relative to publication of THIS BUSINESS OF RELIEF.....August 27

D SERIES

20. Bulletin of New Jersey Conference of Social Work .....June 23
21. Survey of the New Jersey Relief Situation .....July 2
22. Report of Existing Conditions in Philadelphia .....August 14
23. Survey of Illinois Relief Situation.....August 19
24. Housing Information No. 1.....October 9
25. Annual Report of New York City Chapter .....October 20

C SERIES

13. Notes on Chapter Meetings.....July 20
14. Notes on Chapter Meetings.....Sept. 16

New Books and Pamphlets

The following books and pamphlets of interest to social workers have been received in the national office.

The Administration of Old Age Assistance in Three States. By Robert T. Lansdale, and associates of the Committee on Public Administration, Social Science Research Council. Public Administration Service, Chicago, Ill. 78 pp. $1.00.

The legal basis and history of old age legislation in Massachusetts, New Jersey and New York is explained briefly in the first chapter. The second chapter examines the structure of the state welfare departments, old age units, and gives details concerning the volume and cost of the programs. Supervisory activities of the states, in such matters as rule-making, appeals, organization, personnel, service programs, finances, record-keeping, and research, are set forth in chapter three. Local organization, treated in detail, and general conclusions based upon the study, make up the fourth and concluding chapters. An appendix gives a comparison of rules and regulations governing administration of old age assistance in the states studied.

(Will be reviewed in December issue.)

New Plans of Medical Service. Examples of organized local plans of providing or paying for medical services in the United States. Introduction by Michael M. Davis. Julius Rosenwald Fund, Chicago. 74 pp.

PUBLIC AFFAIRS PAMPHLETS. Public Affairs Committee, National Press Building, Washington, D. C. Price 10 cents each.

No. 1. Income and Economic Progress. Prepared by Maxwell S. Stewart on the basis of a four volume study by the Brookings Institution into the effect of income distribution on economic progress.

No. 2. Labor and the New Deal. Prepared by Louis Stark on the basis of a study by a special committee of the Twentieth Century Fund, entitled "Labor and the Government," published for the Twentieth Century Fund by McGraw-Hill Book Co.

No. 3. Our Government for Spoils or Service? Prepared by Ayers Brinser on the basis of a report by the Commission of Inquiry on Public Service Personnel.

No. 4. Security or the Dole? Prepared by Maxwell S. Stewart in cooperation with the staff of the Committee on Social Security of the Social Science Research Council.

No. 5. Credit for Consumers. Prepared by LeBaron R. Foster, on the basis of reports by Indiana, Wisconsin and Massachusetts investigation commissions, the Report of the Massachusetts Committee On Consumer Credit, and studies by the Russell Sage Foundation, the Twentieth Century Fund, and other agencies.

No. 6. The South's Place in the Nation. Prepared by Robert B. Vance, on the basis of "Southern Regional Study" of the Social Science Research Council.

No. 7. The Supreme Court and the Constitution. Prepared by Robert E. Cushman, Professor of Government, Cornell University, based on an independent study by the author.

No. 8. "This Question of Relief." Prepared by Maxwell S. Stewart in cooperation with the staff of the Committee on Social Security. (Includes quotations from *This Business of Relief*, latest AASW book, the AASW Outline For A Public Assistance Program and the AASW Survey of New Jersey Relief.)

(Will be reviewed in December issue.)

Public Service and Special Training. By Lewis Meriam, Brookings Institution. University of Chicago Press. 83 pp. $1.50

An explanation of the typical tasks involved in running a large administrative machine, the personnel required, the training needed and how it should be acquired, in the opinion of one who has had a long and successful career in connection with the federal service.

Miss Edna Zimmerman
1016 South Fourth St.
Springfield, Ill.

Chosen by *The Family* as the Social Work Book of the Month for November

"... of the greatest book bargains in social work history ..." *Social Service Review*

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September *Mid-Monthly Survey.*

Public Welfare News says: ". . . these papers constitute important chapters in the history of this business of relief. . . ."

September, 1936

ARTICLES BY Dorothy C. Kahn, Grace Abbott, Grace Marcus, Harry Greenstein, Ewan Clague, Linton Swift, J. Roy Blough, William Hodson, Florence Sytz, Ralph G. Hurlin, Aubrey Williams, M. Antoinette Cannon, Ellen C. Potter, M.D., Hugh R. Jackson and others. *These papers are available only in this volume as none have been published anywhere else.*

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